Sport Policy Study Background Report:

Alberta

A COMPARISON OF NATIONAL AND INTERNATIONAL SPORT POLICIES

Recreation Development Division

Alberta Recreation and Parks

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BACKGROUND

1. INTRODUCTION

At present, the Recreation Development Division of Alberta Recreation and Parks is developing a draft position and policy paper on sport development in Alberta. The study is expected to be completed by the end of April 1982, and includes as its objectives:

a. the development of a draft position paper which will enable Alberta Recreation and Parks to encourage and promote the orderly development of sport in Alberta.

b. the clarification of significant issues and concerns specific to sport development in Alberta;

c. the development of strategies that will promote the efficiency and effectiveness of the sport delivery systems in Alberta; and

d. the identification of roles and responsibilities of Alberta Recreation and Parks, as they relate to sport development (Alberta Recreation and Parks 1981:2).

The process of gathering the necessary data includes four component projects. They are identified by Alberta Recreation and Parks (1981:7-9) as the following:

a. Existing Data Review and Analysis: To analyze existing information and obtain new data sources on topics relating to sport administration, sport organization and sport policy development.

b. Sport Issue Papers: To obtain expert opinions, from well known individuals in the Alberta and Canadian sport community, on a variety of sport related copies. (e.g. Sport Participation System, Sport and Social Policy, etc. ...).

c. Elite Athletes - A Needs Assessment: To identify and categorize the diversity of programs, services and types of assistance required by Alberta's elite athlete so they may progress to, or maintain a high standard of athletic performance.

d. Sport by Sport Analysis: To analyze significant issues and problems confronting Provincial Sport Associations which impact upon their abilities to provide programs and services to their client groups.

Information obtained from these four projects will enable the Study Team to begin development of a draft position and policy paper on sport.

2. STATEMENT OF THE PROBLEM

This paper attempts to identify examples of both national and international sport policies. Information presented covers eight key policy areas identified by the Recreation Development Division. These policy areas are:

a. Sport Participation System
b. Sports leadership
c. Sport Competition and Development
d. Games Development
e. Sport Facilities and Equipment
f. Management and Organization
g. Mechanisms of Cooperation and Inter-Agency Communication
h. Sport Planning, Research and Evaluation

3. DEFINITION OF TERMS

Policy "A principle, plan or course of action, as pursued by a government, organization, individual" (Webster's New World Dictionary 1978:1102)

Sport "A human activity (non-motorized) involving physical exercises (Large muscle groups) and skill (mental and physical). It takes place in a competitive environment according to a set of procedural rules. Individuals engaged in sport are motivated by a personal satisfaction associated with participation. Training or preparation is also included because in order to develop a skill a certain amount of practice is required. (Alberta Recreation and Parks 1981:6).

Sport delivery system "The sum (or component parts) of the existing structure by which sport specific and sport related programs and/or services are provided to client groups. The sport delivery system comprises organizations, institutions, agencies and associations at the national, provincial, regional and local levels. These groups are responsible for providing and encouraging sport specific or sport related programs and/or services in order to promote the development of a specific sport or sport in general. Interaction takes place within, between and amongst the components at the national, provincial, regional and local levels. (Alberta Recreation and Parks 1981:6).

Physical culture is part of general culture. It is a creative activity directed at the development of new, and the mastery of old, values in the area of the physical development of the people. It also includes socially important results of this activity"; it is stated further that "'physical culture' comprises three social phenomena: physical recreation, physical education, and sport" (Vydryn and Nikolaev 1974:10).

General policy - Consist of broad statements of intent.

Strategic Policy - Represents a refinement and elaboration of general policy statements. These consist of indications of quality, quantity, location, timing and sectoral impact.

Operational Policy Represents an elaboration of strategic policies. These focus on alternative action steps aimed at implementing general and strategic policy statements.

4. SCOPE OF THE STUDY

This study includes all policy related information obtainable at present, with an emphasis on Canadian sport policies.

5. LIMITATIONS

a. This study was limited by the procedures used. This refers to the document interpretation by the author. While seeking objectivity, the author recognizes that the element of personal bias is always present.

a. The data base was limited by the fact that some government documents were not available or were of a confidential nature.

b. Restrictions were imposed by time constraints, cost factors and physical distances from key centers of information.

c. It has not been possible to analyze specific policies as they attempt to serve the political and social systems of their respective countries. This study has been limited to the presentation of general, strategic and operational policy statements.

d. Information presented in this paper does not purport to be all inclusive.

6. METHODS AND PROCEDURES

An historical - descriptive methodology was used in this study with the research techniques employed including:

a. Basic library research;

b. Government documentary analysis (i.e. Statutes, Regulations, Departmental Annual Reports, Special Reports, etc. ...);

c. Personal conversations, correspondence, and observations;

d. Notes, discussions from seminars, and special lectures.

NATIONAL AND INTERNATIONAL SPORT RELATED POLICIES

This discussion is limited to general, strategic and operational policies with respect to sport delivery systems. Much of the following information presented will cover a five year period beginning 1975 and ending 1980.

Few attempts are made to categorize the wealth of material collected from an organizational perspective, the data is grouped into the eight original policy areas as discussed in Part I. The information is also presented as either an example of a national sport related policy or an international sport related policy. The national sport related categorization was selected by the researcher and is founded on the assumption that there exists a similarity among provincial sport delivery systems within Canada. This similarity may facilitate comparisons of provincial sport policy statements and how they impact upon their respective sport delivery systems.

It may be argued that the information presented under the heading of international sport related policies (also selected by the researcher) may be too broad for such a classification. Indeed, this information is representative of a multitude of both ideologically and politically distinct sport delivery systems. This point is recognized. Unfortunately, the time constraints placed upon this study limited the amount of information collected, and as such, rendered a more specific categorization impractical.

The following is merely a collection, albeit not all inclusive, of sport related policy statements. No attempt has been made to analyze or rationalize why particular policies were developed, their implementation, nor their impact upon their respective sport populations.

A: SPORT PARTICIPATION SYSTEM

Key areas of interest under this heading include: the broad continuum of involvement of sport from low-skilled to high-skilled; a broad range of opportunities for all; definitions of sport; sport participation models as well as the athlete's "Bill of Rights."

National Sport Related Policies

This section examines the status that sport is accorded at the national level. In the Federal Government's national policy on sport (Partners in Pursuit of Excellence, 1979) sport is defined as

> "a physical activity involving large muscle groups, requiring mental preparation and stategic methods and whose outcome is determined by skill and not be chance. It occurs in an organized, structured and competitive environment in which a winner is declared" (Campagnolo 1979:17).

Further, one of the principles of sport as outlined in the White Paper contends that, "sport is an integral part of Canadian life and makes a special contribution to it" (Compagnolo 1979:18).

The Federal Government's involvement in sport covers many areas. Technical, administrative, provision and funding support are areas which receive specific attention in the White Paper. While some of the Federal Government's initiatives are in the area of mass sport participation (i.e., ParticipAction) at one end of the continuum, they are also committed to the development of world class athletes.

> "The controlling consideration from the Federal point of view, ... is the pursuit of excellence in athletics nationally and internationally. The Federal government will, therefore, assist, wherever possible, and desired, provincial government's in the development of their sports programs, and coordinate the total effort towards the realizations of national goals in athletics" (Campagnolo 1979:7).

The Canadian Association of Health, Physical Education and Recreation (CAHPER), a national body composed of professionals, practitioners and students in related fields, often makes policy statements with respect to sport. Their Philosophy of Sport and Physical Activity Committee issued a "Position Paper on Women in Sport" in September, 1980. An example of a general policy statement is CAHPER's endorsement of the concept of equal rights for women and girls in sport and physical activity and their support of actions needed to bring about that desired state (CAHPER, Vol. 46, No. 3, 1980:33).

More specifically (and operationally) it is a call for government's (Municipal, Provincial and Federal) to

> "enact legislation to ensure equality of opportunity and equitable allocation of funds, facilities, and resources. Actively support, encourage and even subsidize sport and physical activity for women. This action is needed to redress past negligence. Re-examine employment practices with a view to hiring more qualified women. Allocate sufficient research funds to obtain hard data on which to base decisions which will rectify the existing situation" (CAHPER, Vol. 46, No. 3, 1980:32).

The Canadian Intercollegiate Athletic Union (CIAU) offers highly skilled athletes (male and female) in Canadian Universities an opportunity to participate in a number of sports programs. Prior to the merger of the Canadian Women's Intercollegiate Athletic Union (WIAU) and the (CIAU) (circa 1979), to form a strengthened (CIAU), the (WIAU) held the mandate for regulating women's sport at the university level. Its purposed were:

a. to provide a structure through which Canadian National Intercollegiate Championships for women may be encouraged and conducted,

b. to control and supervise National Women's Intercollegiate competition in Canada,

c. to make decisions on all matters arising from or affecting such competition,

d. To conduct National Women's Intercollegiate Championships as extensions of the existing program in the women's intercollegiate conference in Canada,

e. To represent the major conferences in all matters pertaining to National Women's Intercollegiate Competition and

f. To provide a liaison with other sports bodies when it seems advisable to do so. (WIAU Handbook 1977-78:5).

The merger was the result of desired administrative and financial efficiency for one national sport body regulating university sport. Throughout the country member organizations of the CIAU (i.e., Canadian West University Athletic Union; Quebec Universities Athletic Association) determine policies and regulations for member universities. Alberta's universities (University of Alberta, University of Calgary and the University of Lethbridge) are represented by the Canada West University Athletic Association which has as its primary objective the provision of opportunities for competition for the elite athlete (Kadatz 1981:2). More specifically, within their human, financial and physical resources, universities are able to offer a wide variety of both individual and team sports programmes.

Sport for the disabled and handicapped has received a much higher profile. Sport integration for the physically disabled was a topic of prime concern in the Report Of The Special Committee On The Disabled And The Handicapped presented at the first session of the Thirty-Second Parliament, 1980-81. The purpose of the report was to identify key obstacles faced by disabled persons in Canada, and to outline practical actions which will help to overcome these obstacles. All areas of human activity were examined. With respect to sport, the committee made the following recommendation: That steps be taken to encourage the integration of disabled persons into sports governing bodies where appropriate, along the lines recommended by the National Symposium on Sport Integration for The Disabled held in September, 1979. (Smith 1980-81:102)

On a provincial level, in Ontario for example, the Ministry of Culture and Recreation gives support to games for disabled people, and acts as advisor and facilitator for handicapped people (Fisher 1980:118).

In Nova Scotia, the Department of Culture, Recreation and Fitness recognizes that the disabled have special needs relative to sport as do all Nova Scotians, and would work toward removing identified avoidable barriers restricting disabled persons from taking part in sport activities. Disabled persons would be encouraged to utilize existing resources" (Nova Scotia, Department of Culture, Recreation and Fitness 1980:6).

Five general policy statements are presented with respect to sport participation. Following each major statement is an operational statement which is presently being used to guide the implementation of Nova Scotia's Provincial Government's proposed activities in the area of sport participation.

a. To encourage the development of opportunities for participation in sport at the community level.

   The development of Community Activity Assessment Plans and Community Sport Development Plans are encouraged to identify present and future opportunities for sport participation at the community level.

b. To increase the number of participants in sport activities at all levels, but particularly at the recreational level.

   A more specific objective would be the department's intent to approach the federal government with the purpose of developing a sport caravan which would travel throughout the summer months promoting involvement in sport.

c. To provide for high quality training and development for sport participants appropriate to their ability and aspirations.

   The department plans to implement a method by which athletes would become identified with the level at which they participate. Athletes would be carded (i.e., International athlete, National athlete; Provincial athlete, and so on, right down to the community sport participant).

d. To limit formality and regulation in sport to a minimum consistent with the stated goal.

   The department plans to prepare a booklet highlighting activities void of formality and regulation.

e. To promote and encourage the concept of sport as a family activity providing for recreation and fitness.

   Consistent with this policy statement will be the department's proposed policy of providing funding to a municipality to promote such family activities.

International Sport Related Policies

There are few examples of international bodies formed expressly to examine the multi-nation delivering of sport. UNESCO and the Council of Europe are two such organizations, and their policies follow.

The General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) met is Paris for its twentieth session on the twenty-first day of November, 1978. At that conference, the International Charter of Physical Education and Sport was proclaimed. The following 10 articles outlined UNESCO's position in the area of physical education and sport.

a. The practice of physical education and sport is a fundamental right for all.

b. Physical education and sport form an essential element of lifelong education in the overall education system.

c. Physical education and sport programmes must meet individual and social needs.

d. Teaching, coaching and administration of physical education and sport should be performed by qualified personnel.

e. Adequate facilities and equipment are essential to physical education and sport.

f. Research and evaluation are indispensable components of the development of physical education and sport.

g. Information and documentation help to promote physical education and sport.

h. The mass media should exert a positive influence on physical education and sport.

i. National institutions play a major role in physical education and sport.

j. International co-operation is a prerequisite for the universal and well-balanced promotion of physical education and sport (UNESCO 1978).

The Council of Europe produced its European Sport For All Charter in 1976. The following eight articles represented its principles for a policy of "Sport for all".

a. Every individual shall have the right to participate in sport.

b. Sport shall be encouraged as an important factor in human development and appropriate support shall be made available out of public funds.

c. Sport, being an aspect of socio-cultural development, shall be related at local, regional and national levels to other areas of policy-making and planning such as education, health, social service, town and country planning, conservation, the arts and leisure services.

d. Each government shall foster permanent and effective co-operation between public authorities and voluntary organizations and shall encourage the establishment of national machinery for the development and coordination of sport for all.

e. Methods shall be sought to safeguard sport and sportsman from exploitation for political, commercial or financial gain, and from practices that are abusive and debasing, including the unfair use of drugs.

f. Since the scale of participation is dependent, among other things, on the extent, the variety and the accessibility of facilities, the overall planning of facilities shall be accepted as a matter for public authorities, shall take account of local, regional and national requirements, and shall incorporate measures designed to ensure full use of both new and existing facilities.

g. Measures, including legislation where appropriate, shall be introduced to ensure access to open country and water for the purpose of recreation.

h. In any programme of sport development, the need for qualified personnel at all levels of administrative and technical management, leadership and coaching shall be recognized. (Council of Europe 1976).

The Chinese use the term "t'yu" which we translate as 'sport.' It literally means bodily cultivation but can also mean physical exercise in the non-competitive sense. In addition, it may refer to competitive athletics, ball games and physical education. More importantly, all of these translations are readily packaged into one concept for a mainland Chinese (Kolatch 1972:75-76). Mao Zedong (1957) stated that the Chinese educational policy must enable everyone who receives an education to develop totally, intellectually and physically, and become a worker with both socialistic consciousness and culture.

Nearly 20 years later, in China Reconstructs (1975), physical culture was once again provided as an important element of the Chinese lifestyle. Wherever feasible, physical culture and sports of all kinds should be encouraged, such as physical exercises, ball games, running, mountain climbing, swimming and traditional Chinese boxing.

The Chinese have four basic approaches to physical culture.

a. Dependence on the party for leadership and adherence to the policy of politics takes command.

b. In conjunction with production and with militia training, physical culture must be made to serve productive labor and the building of national defense more satisfactorily.

c. Firm adherence to the mass line and the launching of mass campaigns on a large scale are fundamental means for unfolding physical culture and sports.

d. In developing physical culture and sports, one must "walk on two legs" and integrate popularization with advancement. (Jung kao-t'ang 1960:13).

In many of the eastern black countries, sport participation has become mandatory. In Czechoslovakia,

> "at the second stage of compulsary education (12 - 15 years old), sports training is an integral part of the physical education syllabus. In addition, acrobatics, special exercises to develop good posture and general gymnastics are emphasized. There are also sports clubs for those enthusiasts who wish to pursue a sport out of school time." (Kostka 1978:61).

The single most important event in the "sport for all" campaign is the Czechoslovakia Spartakiada. The Spartakiadas are normally associated with anniversaries commemorating the national liberation struggle and Czechoslovakia's liberation by the Soviet army in the last war. A great deal of political significance is accorded these celebrations as they are viewed as a manifestation of the ideological and political unity of the nation (Kostka 1978:62). During the 1975 Spartakiada, 180,000 athletes took part in the Prague finals watched by 728,000 spectators. As many as 1,529,000 participants and 2,961,000 spectators were involved in the local and district Spartakiadas (Kostka 1978:62).

Presently, 63% of school children (1.64 million) in the GDR engage in sport additional to their compulsory classes. In school sports association, more than half a million young people (45% of them girls) are instructed voluntarily by 54,000 monitors. 800,000 children under 12 are members of a section of the DTSB (Devtscher Turn - und Sportbund). The task of out-of-school sport is to supplement the basic training provided at school and to develop special aptitudes (Zwei Drittel allen DDR - Schuler treicen Sport, 1980).

The Central Army Sports Clubs (ZASK) and the Sports Club of the People's Police and Security Police (SSD) are key components in the GDR's system for training top flight athletes. In 1974, ZASK had 180,000 members (more than the official strength of the armed forces at the time), and the SSD had some 230,000 members (Childs 1978:88-89).

In the Soviet Union, recreation and sport has been considered to be a means of raising productivity:

> "recreation, properly organized, and physical exercises during the working day were seen as helping to restore energy. Sport was to help combat the physical and mental inertness and lethargy. A new dimension was given to sport: a character's training appropriate to the construction and nature of communist society" (Riordan 1977:209).

Furthermore, the Party Congress considered it (physical culture) "of fundamental importance to ensure the education, from a very early age, of a physically strong younger generation which harmoniously combines physical and spiritual forces. This necessitates the extensive encouragement of all forms of mass sport and physical culture, including in the schools, and the involvement in the sports movement of increasingly wider sections of the population, especially young people" (Materialy XXII:393).

An example of sport for all in the Soviet Union is their GTO Program (Gotov k trudu i oborone - Ready for Labor and Defense). This program was established in 1930 on the initiative of the Young Communist League. This program was called upon to improve the general level of fitness of the population and to lay the necessary foundation for raising the level of athletic proficiency of soviet athletes. Today the program contains five different categories of activity and is designed to suit people of different ages, men from 10 - 60 and women from 10 - 55 (Shneidman 1978:60 - 61).

In the Soviet Union there are sports boarding schools where students are able to obtain a school-leaving certificate in addition to proficiency in a particular sport (Riordan 1978:45). Every young male athlete becomes prey to the Army Sports Clubs the moment he turns 18. These athletes are considered soldiers, yet not burdened by having to study the techniques of modern warfare of perform defense-oriented exercises; instead, he's given every opportunity to pursue his athletic career as before (Brokhin 1977:106 - 107).

Daley (1963:103) offered some insight into the type of sport participated in by the Soviets.

> "There is relatively little blood in Soviet sport. The Party line is against the risk of life in sport; the Party line is for team games because team spirit is a valuable national commodity, i. e., soccer and hockey."

At a national meeting of the National Association for Sport and Physical Education (NASPE) in Washington, D. C. in January, 1977, participants developed the outline and reached a concensus about the goals of youth sports:

a. To provide varied opportunities to develop specific skills associated with many sports.

b. To provide opportunities to practice wholesome competition.

c. To provide many opportunities for social interaction (Thomas 1977:3).

B. SPORTS LEADERSHIP

The following is a definition of leadership offered by Don Watts (1981:2): leadership is a process in which one group member exerts positive influence over other group members in order to make progress toward group goals.

In the field of sport, leadership roles are played by volunteers, coaches, officials, administrators, managers, trainers, and various recreation personnel.

National Sport Related Policies

Nationally, there are many Canadian organizations involved in leadership roles. The Canadian Parks/Recreation Association (CPRA) is a national, independent, voluntary service and education organization actively engaged to enhance the quality of life of all Canadians through the development, organization and promotion of parks, recreation and leisure services in Canada. Five times yearly CPRA publishes Recreation Canada which includes coverage of many sport related issues.

In 1969, the Report of the Task Force on Sports for Canadians (Rea etal: 1969:61) recommended that the government provide grants to employ professional coaches in a broad variety of sport. More specifically, they recommended that:

a. the government provide assistance to organize and develop a National Coaches Association, and that the
b. government provide grants to establish a series of travelling clinics involving outstanding athletes and coaches.

On the basis of these recommendations, as well as the support of Lloyd Percival, the Coaching Association of Canada (CAC) was formed in 1971. Its major aims are to increase coaching effectiveness in all sports and to encourage the development of coaching by providing programs and services to coaches at all levels. Its policies are developed and supervised by a Board of Directors and Executive Committee drawn from several sectors of the Canadian sport community. Managed by a professional staff in its executive office, it is located in the National Sports and Recreation Center in Ottawa.

The National Coaching Certification Program (NCCP) is developed and implemented through the combined efforts of the Federal, Provincial, and Territorial Governments, the National, Provincial and Territorial Sport Governing Bodies and the Coaching Association of Canada (CAC). The program has been designed to give coaches of all sports practically applied, up-to-date information on coaching. There are five levels within the program, each level consisting of a general theory course, a sport specific technical course and practical coaching experience. The program is standardized across the country to enable all coaches to benefit from the information available.

The CAC provides direct grant assistance to national sport bodies for the development of their coaching courses and instructional material. The National Sport and Recreation Centre houses and audio visual center for use by all sport governing bodies. Film, videotape, still photos and dark room services are provided.

The Sport Information Resource Centre (SIRC) is a sport library and documentation center located in the National Sport and Recreation Centre and its services are accessible to all CAC members. The CAC also carries a wide variety of coaching aids for purchase by its members. In addition, the CAC is involved with a bursary program for aspiring college students in coaching or coach related degree programs. The CAC also provides its members with a number of regular publications (i.e., the "Bulletin, Communique", and an up-dated list of sport articles).

Another program designed to provide a leadership role for young athletes is the Royal Bank Junior Olympics Clinic Program. It was established in April, 1977 as a joint program of the Canadian Olympic Association and the Royal Bank of Canada in conjunction with the CIAU. During 1977 a total of 41 clinics with a registration of over 4,000 participants were held in university facilities.

The objectives of the program are to:

a. Provide opportunity for people aged 9 - 16 to see olympic sports skills demonstrated.

b. Provide the opportunity for the participant's to try their skills and to have their performances evaluated and corrected.

c. Provide opportunities for participants to practice sports and improve their individual skill level.

d. Participants will be able to continue on with the sport through the co-operation of sport governing bodies.

e. Provide the opportunity for the Royal Bank, the universities, the C.I.A.U., the Coaching Association of Canada, sport governing bodies and the schools to work together in promoting and developing Olympic sports at the community level. (Royal Bank Junior Olympics 1979).

In Alberta, provincial government assistance to recreation leadership programs was historically the number one funding priority of the sports agencies (Baka 1978:471). Leadership assistance took the form of provincial summer recreation leadership schools, as well as direct funding to activity leaders or to communities to aid in the hiring of qualified recreation personnel. Responsibility for this leadership role rested with the Recreation Development Division of Alberta Recreation and Parks. The Sport and Fitness Section annually sponsored large numbers of provincial workshops and area sports clinics, seminars and courses. The NCCP program was instituted in Alberta in 1975. In 1976-77 the provincial government sponsored 135 sports workshops, clinics and seminars (Baka 1978: 185-197).

Also during the 1976-77 fiscal year a few special programs were instituted: the Alberta Hokkaido Sport Exchange Program brought two highly qualified gymnastics coaches from Japan to Alberta for two months training of Alberta coaches and athletes; and an international coach project was conducted with a highly qualified coach from England. (Alberta Recreation and Parks Annual Report. 1976-1977).

The Recreation Work Experience Program (R.W.E.P.), initiated in 1973, is administered by Alberta Recreation and Parks. R.W.E.P. is an element of the Summer Temporary Employment Program (S.T.E.P.), a special manpower program of the Department of Advanced Education and Manpower. The objective of this program is to provide further employment for students engaged in degree of diploma programs in recreation or recreation-related fields. Employment may be found in recreation projects undertaken by participating Municipal Recreation Boards and Provincial Recreation Associations. The program offers financial assistance to the abovementioned Boards or Associations willing to provide valid work experience to a recreation student. (Alberta Recreation and Parks. R.W.E.P. Information Brochure 1981).

In the Province of Alberta, numerous other leadership programs are currently available and include:

a. Provincial government leadership funding for coaches.

b. Provincial technical programs in the NCCP and within the sport governing body.

c. Educational programs with coaching streams; e.g., University of Alberta and Mount Royal College programs.

d. NCCP technical programs included in the activity programs of colleges and universities.

e. Sports camps for coaches.

f. Private programs; e.g., Gold Medalist Sports Camp.

g. Municipal programs: baseball clinics for coaches (Watts 1981:5-6).

In New Brunswick the following roles have been included within the jurisdiction of the provincial government (the Ministry of Youth, Recreation and Cultural Resources):

a. The provision of professional and technical assistance in the staging of events;

b. The provision, through the Department of Youth, Recreation and Cultural Resources, of consultative services in areas of sport in which the governance (provincial) has experience and

c. Cooperation with the Federal Government on matters of national monitoring of provincial and inter-provincial programs, re. chief contribution to the accomplishment of national goals. (Meagher & Toner 1978:5).

The Nova Scotia Department of Culture, Recreation and Fitness (1980:v) outlined three broad objectives with respect to leadership development:

a. To develop a broad base of volunteers for sport activities.

b. To provide for high quality training and development of sport leadership appropriate to the locale and ability of the participants and consistent with provincially recognized standards.

c. To provide for sport medicine expertise to be readily available throughout the Province.

A number of leadership programs have emerged in Saskatchewan. "Operation Challenge," a youth leadership development program was introduced in 1970. Its purpose was to train instructors in various activities (i. e. games, gymnastics, drama, skating, swimming, dance, etc.). These individuals then conducted community participant programs for youth aged 5 to 13. As a result of Financial set-backs, the program was terminated following the 1976-77 fiscal year. (Saskatchewan. Department of Culture and Youth Annual Reports. 1972-77).

Saskatchewan joined the National Coaching Certification Program in 1974. A member of the consultant staff was designated coordinator of the program. The department was responsible for setting up various coaching courses in cooperation with provincial sport governing bodies, recreation boards and community colleges. Their main goal was to try and upgrade the coaching skills in the province. (Saskatchewan: Department of Culture and Youth Annual Report. 1975-76).

International Sport Related Policies

In China, there are two routes for those desiring to become teachers or coaches of physical culture. The first is through the established physical culture institutes which were originally designed to train teachers, coaches, researchers, officials and administrators as well as top athletes. The second route is through a physical culture department in a teacher training college, otherwise known as a normal school. During the 50's and 60's these were used for the training of teachers for primary and middle schools. There is little evidence to suggest any major changes have taken place. In addition, spare time sports schools were established to train future international athletes.

> "Athletes are encouraged to become proficient and to return to their schools and neighbourhoods to share their knowledge, skills and experiences with others. (Clumpner and Pendleton 1978:114).
>
> The overiding principle is that one shares one's expertise and experience with others rather than merely increasing personal ability and knowledge. (Clumpner and Pendleton 1978:115)."

In 1978, there were 8 Institutes of Physical Culture (Chengdu; Peking; Shanghai; Shenyang; Tianjin; Wohan; Xian; People's Liberation Army Physical Institute in Guangzhou). These institutes are well equipped with modern sports facilities (Clumpner and Pendleton 1978:130). In order to be considered for admission, applicants must:

> "have at least 2 or 3 years of practical experience, be at least 20 years old, physically fit for work, unmarried and to have completed middle school, and to have recommendations from both teachers and school or work-mates (Clumpner & Pendleton 1978:131)."

The following is included as an example of the curriculum employed by these Institutes.

1. Political Science: Marxism - lenninism; Mao Zedorg Thought.
2. Work and productive labor: practical experience on the commune, in the factory and in the militia for a certain period of each study year.
3. Theory of physical culture: administration, health and community and group organizational skills.
4. Activities: swimming, table tennis, wushu (Chinese boxing), athletics, gymnastics and team sports.
5. Optional courses and areas of specialization (Clumpner & Pendleton 1978:133).

The Chinese also support exchange visits and attendance at International Conferences as part of their leadership development program.

The Cuban government has used sport as a means of reinforcing, at home and abroad, the Socialistic ideologies of the Marxist - Communist Regime (Slack 1980:50). The elite Cuban athlete automatically assumes a leadership role (e.g. providing a role model for the mass of Cuban athletes). As a result, great effort has been made toward the development of the Cuban athlete. A number of institutions have been established for this purpose.

The Escvelas d'Initiation Deportiva Escola's (EIDA's) or Schools for the Initiation of Scholastic Sport obtain the majority of their student-athletes from those who compete in the summer games program. These schools are concerned mainly with developing top class athletes (Slack 1980:38,39). The Escuela Provinciale de Education Fisica (EPEF) are Provincial Schools of Physical Education. Students may enter as early as 13. The course of study may be completed within 5 years (Slack 1980:41).

For those wishing to pursue a higher level of study, the Escuola Superior de Education Fisica (ESEF) of Higher Institute of Physical Education is available to those who have excelled at the EPEF (Slack 1980:42). The course of study lasts Four years. A student may enrole in one of three disciplines: sports, physical education or recreation. (Pickering 1978:173).

To graduate, students must pass exams in practical sport, biological sciences and pedagogrcal sciences (Hampson 1980:80).

For both athletes and coaches, the Institute de Medicira Deportivo (Institute of Sport Medicine) was established in 1966. It houses 42 physicians, 17 psychologists; 6 dentists; 3 biologists; 17 physiotherapists; 2 dieticians and 4 statisticians (Pickering 1978:165). Each sport discipline has a medicine group responsible for the care and development of their athlete. Each athlete's coach is in direct contact with the Institute (Slack 1980:43).

In contrast to Cuba, Czechoslovakia does not have a well organized leadership development program. Kostka (1978:64) reports that most coaches and administrative personnel hold their positions on a part-time basis. Nation-wide courses, established and supported by individual sport organizations, are compulsory for these personnel. The Czechoslovakia Sports Union has its own publishing house producing manuals, magazines and newsletters for all sport-related personnel (Kostka 1978:65).

In Great Britian, the National Coaches Advisory Panel (consisting of representatives of offices and members of the Sports Council and the British Association of National Coaches) meets at least twice a year to discuss problems of further training for national coaches. The British Association of National Coaches organizes 'in-service' training courses and conferences for all those involved in watching at the national and regional level (Sports Council of Great Britian. Annual Report 1977-78:10).

The Wingate Institute for Sport and Physical Education in Israel has a school for sports coaches and instructors. The Sport and Physical Education Authority of the Ministry of Education and Culture funds this school which was founded in 1965 and incorporated into the Wingate Institute in 1970. The school works in conjunction with sport organizations and federations and exists to meet Israel's requirements for qualified coaches and instructors. A coaching certificate is not mandatory in brael, but becomming increasingly important. A comprehensive coaching curriculum (stressing both theory and practice) is designed to reflect the four levels of development - Squad leader, Assistant Instructor, Sport Instructor and Coach. (Ross 1978:18-21).

In the Soviet Union sports personnel may be engaged full or part-time. Much of the work is undertaken on a voluntary, un-paid basis. Riordan (1977:272) reported that "the public spiritedness involved in this form of work is just the kind of popular participation that the Party and Government wish to encourage as a sign of a developing 'communist' outlook of Soviet citizens".

> "Part-time instructors are encouraged to obtain some coaching qualifications, and are given the time off from work with pay to attend 2 day intensive courses. Further, all graduates of Children's and Young People's Sports Schools (CYSS's) are automatically qualified for the job of part-time sports instructors (Nikiforov & Pol'shansky 1965:174).

Most Soviet athletes at the masters level (similar to our National level) are provided with a studentship or post-graduate scholarship at one of the country's Institutes of Physical Culture (Riordan 1977:273). Authority over these Institutes of Physical Culture is shared by the All-Union and Republican Committee on Physical Culture and Sport, as well as the Republican Educational Ministries. Degree courses are offered in education or sport (Riordan 1977:274).

If a student elects the sports degree program, then he "specializes in a particular sport and receives the qualification of 'Instructor - Coach' with the right to work in any sports organization, from a local collective or sports club to a city, regional, republican or sports society representative team" (Riordan 1977:277). Compulsory subjects include: social services, education, medicine and biology, medical supervision and therapeutic physical training (Riordan 1977:277).

C. SPORT COMPETITION AND DEVELOPMENT

National Sport Related Policies

The Nova Scotia Department of Culture, Recreation and Fitness (1980:v) offers the following objectives with respect to competition:

a. To provide an opportunity for all Nova Scotians to be involved in leagues or competitions within or outside the province at a level and intensity appropriate to their ability and aspirations.

b. To develop leadership capable of properly organizing and conducting competitions and games in order that participation in the competition will provide a positive and satisfying experience for the competitors.

c. To develop opportunities for input from provincial sport interests to decisions which have an effect on Nova Scotians.

In 1976, the National Association responsible for the development of sport opportunities for the physically disabled gave the Co-ordinating Committee on Competition for the Disabled the mandate to prepare a brief on the future directions of sport for the disabled (Sport for the Disabled 1978:1). Its objective was to look at various aspects of competitive programs and to put forth recommendations regarding the future directions of sport opportunities for the disabled. Identified goals included:

a. Long term: encourage existing sport governing bodies to assume the responsibility for the participation of disabled athletes within their total program.

b. Short term: until the sport governing bodies are ready and willing to provide equal opportunity for all athletes, existing competitive opportunities must be maintained and expanded to fulfil the competitive needs of the disabled individual. There must be cooperation among governments, sport governing bodies and the sport association for the disabled. (Sport for the Disabled 1978:6,7).

International Sport Related Policies

With respect to sport competition in Australia, the following is offered by J. A. Daly (1972:13).

> ". . . only the few, the exceptionally gifted, can succeed, and while this approach stimulates international success for Australia it can be inhibiting to average of over-age participants. Perhaps it is the beat somebody, win-at-all costs competitive athletics approach which deters Australians from continuing to participate in sports as they leave the aspiring age of youth. Perhaps, because the Australian attempts in serious competitive sport to live up to the national myth of the tough Australian, he is reluctant to enjoy pleasurable activity for its own sake. Perhaps this is the reason the average urban Aussie is homosederes in a land of athletes."

Clumpner and Pendleton (1978:125) report that "all segments of Chinese society have the opportunity to participate in a broad range of sporting activities at various levels of competition." At the local level, "school pupils, factory and office workers, military personnel and rural commune members arrange, in cooperation with representatives of the All-China Sports Federation and other government agencies, competitions on a regular basis. Contests vary in emphasis and organization according to interest, resources and leadership (i.e., military competitions often stress such skills as parachuting, marksmanship and paramilitary activities. Communes tend to offer sports which require inexpensive equipment such as basketball and volleyball). (Clumpner and Pendleton 1978:127, 128).

In Great Britian, the Governing Bodies of Sport establish rules under which the sport can operate. These bodies also develop the competitive structure for clubs. (Sports Council of Great Britian Annual Report 1977-78:8).

D. GAMES DEVELOPMENT

National Sport Related Policies

The Canada Games (both Winter and Summer) are held every four years, alternating so that there is a time block of 2 years between each Games (e.g., summer games, winter games, summer games, etc...). The Canada Games Council is responsible for the organization of the games. It is composed of 3 members from the provinces, 3 from the Federal government, 3 from the Sport Federation of Canada, with a Federal appointee as Chairperson. The Federal government pays 1/3 of the capital costs and almost all operating costs of Games including travel and accommodations for all provincial teams. The provinces must stage their own selection trials and outfit their teams (Fisher 1980:64).

The first games held in western Canada were introduced in Saskatchewan in 1968, but it did not become a regular feature until 1972 (Baka 1978:479). A Provincial Games Consultant was hired by the Saskatchewan Department of Culture and Youth in 1972. Administrative functions included working with provincial sport governing bodies to select team members, choose a provincial team uniform, select the mission staff and other related duties. The provincial government offered financial assistance to the Eight zone committees which needed to run their zone games selection trails. (Saskatchewan Department of Culture and Youth Annual Reports, 1973-76). In 1976-77 the Saskatchewan government offered $74,250 in grants for games competitions (Saskatchewan Public Accounts, 1972-77; Department of Culture and Youth Annual Reports 1972-1977).

In Alberta, the first Regional Southern Games were held in 1970. The First Provincial Games (summer) were held in 1974. In 1978, the Alberta Games organization was established as a crown corporation responsible to the Minister of Recreation and Parks, operating under the authority of the Alberta Games Council.

The objective of the Alberta Games Council:

> "To encourage the organized competitive participation of all Albertans as individuals, as families, and as neighbors, for fitness, the joy of effort, the pursuit of excellence and the expanding sense of community throughout the Province."

Its purposes are:

a. To motivate Albertans to achieve a higher level of physical fitness through more active participation in amateur sport.

b) To allow athletes with the interest and ability a chance to attain their maximum potential.

c) To provide competition that will serve the developmental needs for each sport throughout Alberta, by providing opportunity for competition where it is presently lacking.

d) To provide each hosting community with a legacy of upgraded equipment and facilities, experienced officials and volunteers.

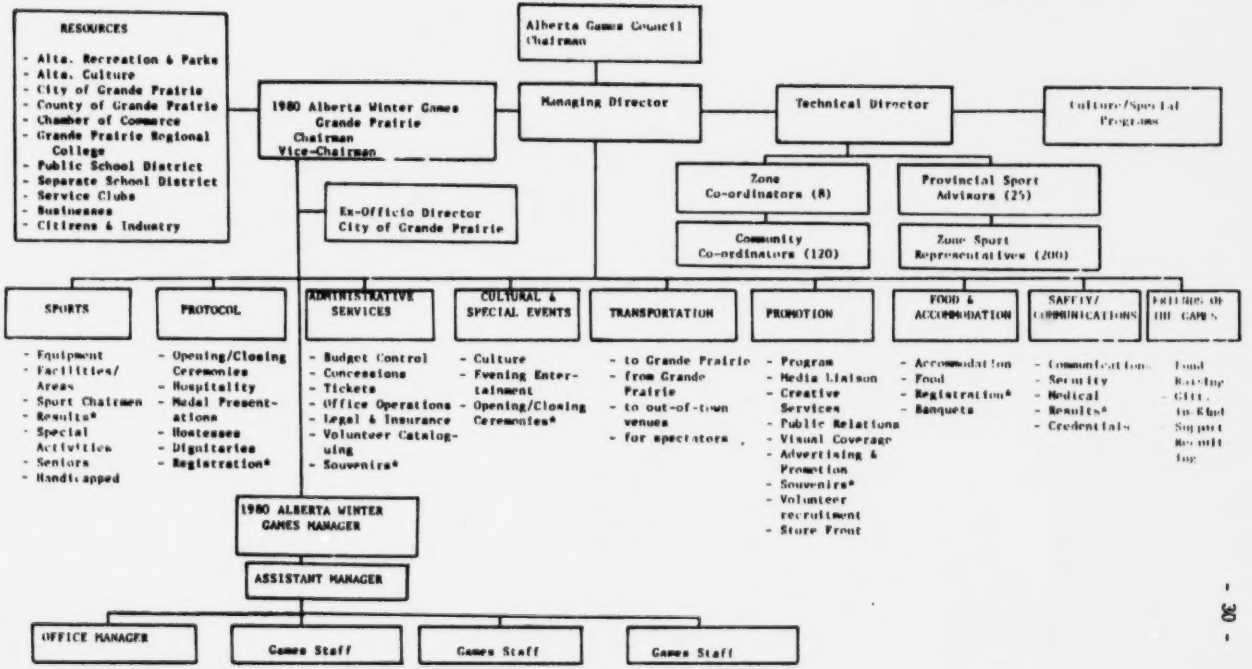
e) To develop the cultural and social components as a complementary part of the Games in Alberta:

i. To encourage more recognition and identification of Albertans, as Canadians, with their cultural heritage;
iii. To encourage cultural involvement to take place on a local and regional level;
iii. To provide more recognition of Alberta artists and performers;
iiv. To complement the Games, and provide more opportunity for all Albertans to participate.
(Alberta Winter Games Society 1980:1).

Arctic Games

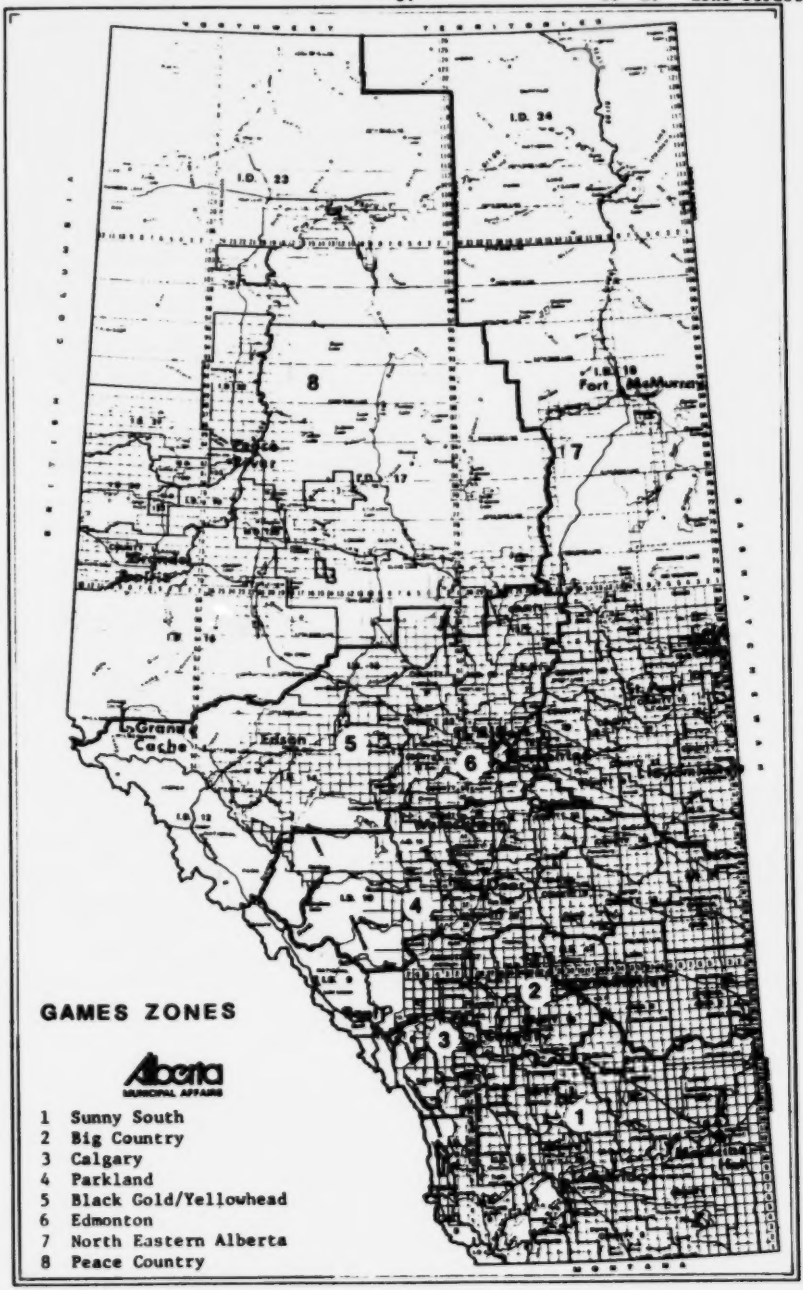
The first games were held in Yellowknife, N.W.T. and were attended by Alaska, the Yukon and the Northwest Territories. The games were established to increase interest and participaction in sports in the geological area north of the 60th parellel of lattitude, and to improve the quality of performance among athletes residing in this region (Artic Winter Games Corporation, 1969:3).

ALBERTA GAMES COUNCIL
1980 ALBERTA WINTER GAMES SOCIETY
ORGANIZATIONAL CHART



*Denotes shared responsibility.

Source: Alberta Winter Games Society 1980:4

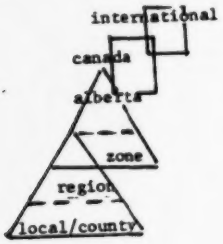


Source: Alberta Winter Games Society 1980:9

Hierarchy of Games

The following is a hierarchy of present and suggested future games models (Alberta Games Council 1981:9).

A. Present Model of Games Relationships



B. Suggested Model of Games Hierarchy

The first Manitoba Northern Games were held in 1974; the first Provincial Games were established in 1976. (Baka 1978:479). British Columbia established its First Summer Games in Penticton in 1978, and the first Winter Games were held in 1979. (Baka 1978:96).

International Sport Related Policies

Olympic Games

With respect to games development, the most prestigious international body is the International Olympic Committee. The IOC is composed of 2 bodies: the Executive Board (a president, 3 vice-presidents and 5 members); and the General Assembly. The General Secretariat, located in Lausanne, is headed by a director, assisted by a technical manager and a staff. This Secretariat handles administrative matters. The IOC can control the number of sports participating in the games and the specific number of events in those sports. It may also determine which individuals may participate in the games (Espy 1979).

Pan American Games

> "The aim is to benefit humanity, glorify and advance amateur sport and unify all nations in the western hemisphere, on the premise that sport is recognized as a uniting link between nations and as a medium of international concilliation." (Emery 1964).

Pan Pacific Games

A track and field meet between the International teams of Japan and the United States, Canada, Australia, New Zealand was to be held every 4 years beginning in 1966 with "satellite meets" in several areas to give as many people as possible the chance to see top athletes in action.

These games allow the participating countries to compete with countries which they might otherwise have little opportunity to compete outside the Olympics. The purpose of the games is to promote international goodwill and top level competition (Bedicki 1971:18).

British Commonwealth Games

Begun in Hamilton, Ontario in 1930 and held every 4 years. The purpose of the games is to further amateur athletes and good sportsmanship, increase goodwill and understanding among Commonwealth nations (Bedecki 1971:19).

World Student Games

Established with the goal of improving the development of university sport, the physical education and welfare of students, and closer contact between students of all countries and their cooperation for the unity of international university sport. Canada's first entry into the W.S.G. was in 1965 in track and field (Bedecki 1971:21).

Maccabiah Games

Begun in 1932 and since 1950 have been held each year following the Olympics. Jewish athletes from about 30 countries compete against each other in Israel (Bedecki 1971:23).

E. SPORT FACILITIES AND EQUIPMENT

National Sport Related Policies

In the Report of the Task Force on Sport for Canadians (Rea et al. 1969:82), it was recommended that:

a. The government initiate discussions with provincial and municipal authorities to explore ways and means of increasing the use of facilities under their control; and that it investigate the possibility of making more fully available those facilities under federal jurisdiction, such as those on armed forces bases.

b. That a comprehensive inventory of existing public and private facilities be undertaken, and that this inventory should be kept up to date, once completed.

c. That the government address itself to the problem of new facilities.

With respect to training centres, the Province of Ontario has indicated that,

> "a considerably lower priority be given to establish a major provincial training center with largely new facilities and staff, in favor of supporting those university and community colleges which indicate a readiness to deal jointly with the ministry in establishing training centers for particular sports at which master coaches can be based, at which some of the national teams may be located and coaching development courses and certification could be operated on a continuing basis." (Fisher 1980:69).

Meagher and Toner (1978:5) identified the general role of the provincial government of New Brunswick with respect to facilities.

> "The construction, maintenance and operation of sport facilities in provincial parks, public schools, colleges and universities and via the Department of Municipal Affairs, where appropriate, in the communities of New Brunswick will be undertaken by the provincial government."

In Nova Scotia, the Department of Culture, Recreation and Fitness has identified the following four objectives with respect to facilities:

a. To ensure the province of appropriate sport/recreation facility access to the people of Nova Scotia.

b. To ensure that the planning and design of school, institutional and community facilities would better provide for the recreational needs of a community.

c. To make available existing facilities on an equitable time basis and at a reasonable cost for recreational organizations.

d. To provide opportunities for the up-grading and training in management and operational skills.

Responsibility has been delegated to the sport governing bodies to identify, to the appropriate agencies, its facility needs (Nova Scotia 1980:52).

In Quebec, the Haut - Commissariat a la Jeunesse aux Sports et aux Loisir (HCJSL) is the main body responsible for the delivery of sport. With respect to sports equipment, the Haut - Commissariat, in 1977, launched a subsidy program called "allocation of specialized equipment." Its aim was to see that certain local, regional or national sport organizations have the equipment they need to function well" (Haut - Commissariat 1979:26).

Specific objectives of the program were to:
- encourage the holding of major special events, particularly in the city hosting the Quebec Games.
- complete the establishment of a network of facilities adequate for training and competition all across Quebec.
- make possible the acquiring of specialized sports equipment either locally, regionally or nationally, for the purposes of running competitions. (Haut - Commissarait 1979:26).

International Sport Related Policies

In Great Britian, capital grant programs are directed more towards smaller, local facilities and renovations of existing buildings. The 1977-78 Annual Report of the Sports Council of Great Britian indicates that L 600,000 in grants under the Areas of Special Need scheme were provided during the fiscal year. Areas affected ranged from sports halls to kickabout areas.

During 1977-78, the Sports Council of Great Britian issued a White Paper of "Inner Cities Policy." With respect to facilities, it included the following statement:

> "Simple facilities for sport and recreation for young people might help to improve life for many who would otherwise be attracted to delinguency, and vandalism" (Sports Council of Great Britian Annual Report 1977-78:14).

China utilizes a variety of areas for its recreational and sport use.

> "Thousands of neighbourhood playing Fields, factory courts, commune sports halls and national waterways are used for both recreation and competition. Following the principles of 'self-reliance', most schools, factories, offices and communes
>
> assess their specific needs, design appropriate facilities and undertake the necessary construction in consultation with physical culture personnel, but without taxing the state's central resources." (Clumpner and Pendleton 1978:134).
>
> "The values of such policies which encourage decentralization of facilities and local self-sufficiency was never more in evidence than at the Third National Games, when, of the 197 venues used, 165 were attached to factories, communes, and schools, and were not public facilities" (Clumpner and Pendleton 1978:136).

China's major sporting complex, the Worker's Stadium, is in Peking. It seats 80,000 spectators and contains accommodations for 1,500 athletes. Included are: shops, stores, dining facilities, medical treatment rooms and training areas; indoor and outdoor pools; a diving tank and a man made lake for acquatic and ice sports (Clumpner and Pendleton 1978:135).

Clumpner and Pendleton (1978:136) report that China has the technological expertise to produce modern, durable equipment, but very little of it is kept within the country. Two reasons for this are that much of the equipment is exported in return for foreign capital; and as part of China's commitment to Third World countries, equipment is given to Asia, Africa and Latin America.

With respect to standards for facility construction, the Committee of Experts for the Development of Sports Facilities of the Swiss Sport Association issued the following statements in 1979:

- standards for gymnastics and sports halls having been published earlier, the project for outdoor facilities and pools is now available;

- documentation on the general planning of facilities has almost reached the end of its preparatory stage;
- the supplements to the periodical "Jeunesse et Sport" dealing with sports facilities are appearing quarterly;
- the documents prepared and printed by the Sport Buildings Department of the Federal School of Gymnastics and Sports concentrate mainly on information or products. (Association Suisse du Sport 1979 Annual Report pp. 36-37).

F. MANAGEMENT AND ORGANIZATION

National Sport Related Policies

The Government of Canada has 15 departments and agencies with responsibilities in the area of sport and physical activity. The most important of these is the Fitness and Amateur Sport Branch of the Department of National Health and Welfare. The Fitness and Amateur Sport Branch through its two main directorates, (a) Sport Canada and (b) Fitness and Recreation Canada, has as its main objectives:

a. To increase Canadians' appreciation for an understanding of fitness, physical recreation and amateur sport;
b. To improve the delivery system of fitness, physical recreation and amateur sport in Canada; and
c. To improve the quality of participation of Canadians in physical recreation and amateur sport (Fitness and Amateur Sport, 1976-77 Annual Report, p. 5).

The following is a list of departments and agencies and their responsibilities with respect to sport.

a. Sport Canada: programming includes leadership development, handicapped sports, international exchanges, national competitions, promotional activities, facilities development and maintenance (Corran 1980:12).

b. Fitness and Recreation Canada: concerned with physical recreation and mass participation (Corran 1980:13).

c. Department of Indian Affairs and Northern Development: provides physical education and outdoor recreation opportunities through its National Parks and Native Population Branches (Corran 1980:13).

d. Department of Regional Economic Expansion: Concerned with increasing in number and quality on long-term employment opportunities in economically-depressed areas. It provides grants to develop services, including tourism and recreation, and for the construction of facilities such as schools, recreation centers and community sport facilities (Corran 1980:13).

e. Department of External Affairs: The government link to the international community. Advises and supports Canadian sport governing bodies engaged in international competition. Also sponsors sport exchange programs (Corran 1980:13).

f. Ministry of State for Urban Affairs: Created in 1971 to identify and analyze urban problems and development programs to improve the quality of life in Canadian cities (Corran 1980:13).

g. Department of National Revenue: Regulates taxation of professional sport franchises and recently amended tax laws to specifically exclude pro athletes from tax shelters they previously employed (Corran 1980:14).

h. Department of National Defense: Provides transportation for national teams competing abroad and has played an extensive role in providing security and communication services at Olympic, Commonwealth, and National competitions (Corran 1980:14).

i. Treasury Board

j. Postmaster General: Administers the Olympic win and stamp program (Corran 1980:13).

k. National Film Board: Promotes and develops films for Canadian sport groups (Corran 1980:13).

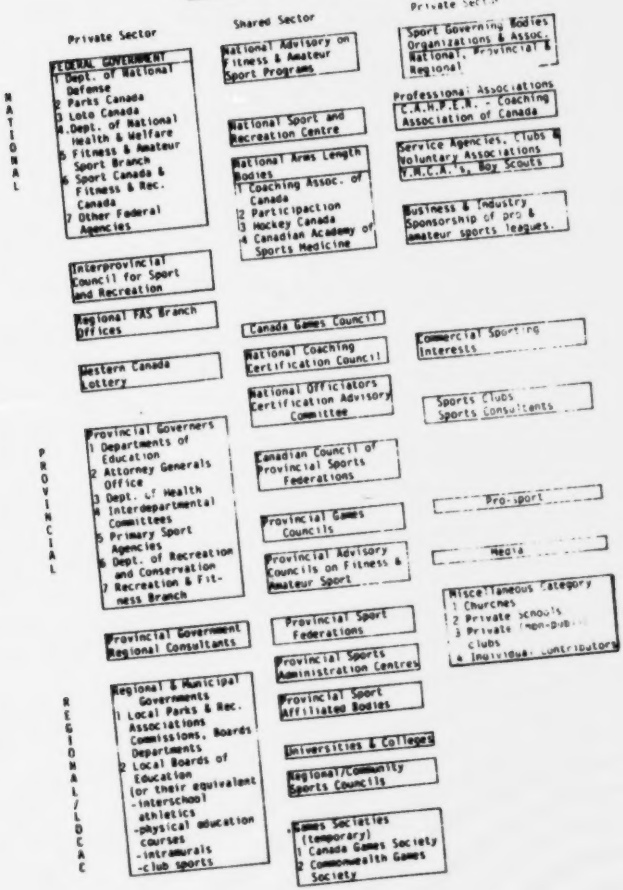
l. Canadian Broadcasting Corporation: Broadcasts and promotes a wide variety of amateur and professional sports (Corran 1980:13).

m. Canadian Commission for UNESCO: Advises the federal government through the Department of External Affairs, on UNESCO programs, provides liaison between UNESCO and several Canadian agencies (Corran 1980:14).

In addition, the department of Health and Welfare coordinates a committee of Health and Welfare, National Parks and Fitness and Amateur Sport Branch personnel which meets periodically to discuss common issues and problems (Corran 1980:14).

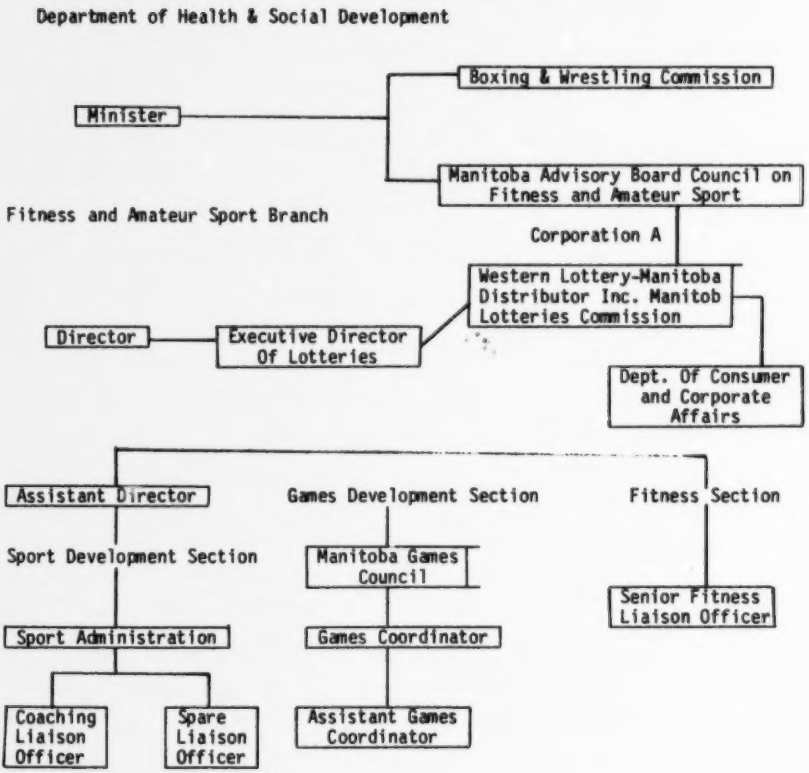
Provincial sport governing bodies serve to coordinate and integrate the resources of provincial member bodies. The Alberta Basketball Association, for example, is the provincial governing body for amateur basketball in Alberta. It is a non-profit service organization which generates funding through government grants, affiliation fees and promotions. The A.B.A. functions as the constituent member of the Canadian Amateur Basketball Association in Alberta and serves as a clearing house for related activities and programs. Seven volunteers comprise the A.B.A.'s Board of Directors. They decide upon and supervise the implementation of the Association's policies and programs (Alberta Basketball Association 1980).

Sport Delivery System in Canada


Private Sector
Shared Sector
Private Sector
NATIONAL
FEDERAL GOVERNMENT
1 Dept. of National Defense
2 Parks Canada
3 Loto Canada
4 Dept. of National Health & Welfare
5 Fitness & Amateur Sport Branch
6 Sport Canada & Fitness & Rec. Canada
7 Other Federal Agencies
National Advisory on Fitness & Amateur Sport Programs
Sport Governing Bodies Organizations & Assoc. National, Provincial & Regional
Professional Associations
C.A.H.P.E.R. - Coaching Association of Canada
National Sport and Recreation Centre
National Arms Length Bodies
1 Coaching Assoc. of Canada
2 Participaction
3 Hockey Canada
4 Canadian Academy of Sports Medicine
Service Agencies, Clubs & Voluntary Associations
Y.M.C.A.'s, Boy Scouts
Business & Industry Sponsorship of pro & amateur sports leagues.
Interprovincial Council for Sport and Recreation
Regional FAS Branch Offices
Canada Games Council
Commercial Sporting Interests
Western Canada Lottery
National Coaching Certification Council
National Officiators Certification Advisory Committee
Sports Clubs Sports Consultants
PROVINCIAL
Provincial Governers
1 Departments of Education
2 Attorney Generals Office
3 Dept. of Health
4 Interdepartmental Committees
5 Primary Sport Agencies
6 Dept. of Recreation and Conservation
7 Recreation & Fitness Branch
Canadian Council of Provincial Sports Federations
Pro-sport
Provincial Games Councils
Provincial Advisory Councils on Fitness & Amateur Sport
Media
Miscellaneous Category
1 Churches
2 Private schools
3 Private (non-pub... clubs
4 Individual contributors
Provincial Government Regional Consultants
Provincial Sport Federations
Provincial Sports Administration Centres
Provincial Sport Affiliated Bodies
REGIONAL/LOCAL
Regional & Municipal Governments
1 Local Parks & Rec. Associations Commissions, Boards Departments
2 Local Boards of Education (or their equivalent
-interschool athletics
-physical education courses
-intramurals
-club sports
Universities & Colleges
Regional/Community Sports Councils
Games Societies (temporary)
1 Canada Games Society
2 Commonwealth Games Society

Source: Baka 1978, Figure 32, page 409.

ORGANIZATIONAL STRUCTURE OF THE
FITNESS AND AMATEUR SPORT BRANCH: 1977
OF THE PROVINCE OF MANITOBA



Source: Manitoba. Department of Health and Social Development. Annual Report 1976.

In the Province of Nova Scotia, the Department of Culture, Recreation and Fitness is responsible for encouraging, promoting, establishing, developing and implementing sport programs and services beneficial to the people of Nova Scotia. (Nova Scotia 1980:47). On the local level, each municipality has a recreation committee/commission whose function is to promote, coordinate, develop and evaluate recreation services at the municipal level. Included in these services would be the responsibility for the development of sport within the following proposed areas:

a. providing information to its citizens concerning programs being offered by other levels of government, and the provincial S.G.B.'s in the sport area,

b. community activity assessment at the municipal level,

c. responsibility for the introduction of lifetime, family activities limiting formality and regulation in sport at the municipal level,

d. development of a community sport plan,

e. promotion of recruitment, training and recognition of volunteers in sport at the municipal level,

f. assist local community groups host competitions at all levels,

g. responsible for determining facility requirements within the municipality,

h. assist in the planning and provision of adequate municipal sport facilities,

i. identification of existing sports facilities and resources of its citizens, and

j. promotion of new sport activities at the municipal level (Nova Scotia 1980:48).

The department recognizes Sport Nova Scotia as the provincial sport federation. Sport Nova Scotia is responsible for the needs of provincial sport governing bodies (Nova Scotia 1980:48).

Each sport should have a provincial governing body which would be responsible for:

- the administration of the organization
- organizing and conducting competitions
- communicating pertinent information to its members
- developing and implementing programs and clinics for coaches, officials, athletes and volunteers
- identifying facility needs
- having clearly defined goals and objectives (Nova Scotia 1980:50).

The main provincial organization responsible for sport in Quebec is the Haut - Commissariat a La Jevresse aux Loisis et aux Sports (High Commission for Youth, Sport and Recreation). The H.C.J.L.S. was set up in 1968 as an independent administrative unit under a delegated minister, attached to the Ministry of Education. It comprises six services:

> Support Services: administration, communications and planning
> Operating Services: service for social activities and for cultural activities, for regional development, and service for sports (Haut - Commissariat 1979:2)

The Program assigned to the Service des Sports is run on the basis of five levels of practive of physical activity.

a.	Introduction to sport activites Introduction to training and competition	Basic Sports Development
b.	Practice for pleasure	Kino-Quebec
c.	Competitive sports High-performance sports (Haut Commissariat 1979:4)	High Performance Sports

The Service des Sports has decided to maintain a partnership with existing local, regional and national organizations. It wishes to involve these organizations in the continuing process of preparing policies and programs for physical activities in Quebec (Haut - Commissariat 1979:8).

Organization of the Service des Sports

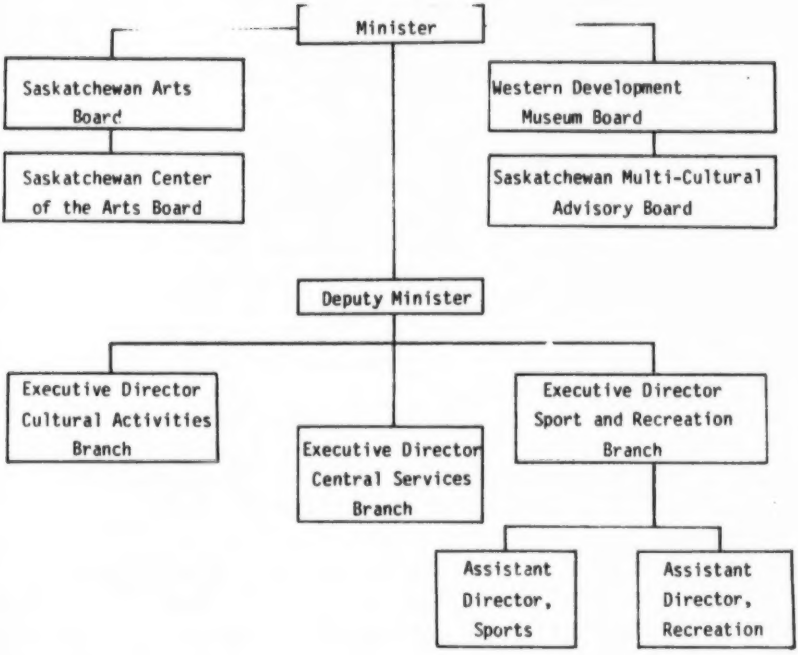
a. Basic Sports Development: This includes the broad base of sporting activity in Quebec. Efforts are made to introduce Quebecers to sporting activity (e.g. learning basic techniques) and to training and competition (e.g. specialization).

b. Kino-Quebec: The aim of Kino-Quebec is to improve, or maintain at optimum level, the physical condition of every Quebecer through physical activities. General objectives include: promotion, education, participation, evaluation, consumer protection, training and provision of equipment. Modules, or component parts of Kino-Quebec are set up throughout the province as regional offices through which the promotional campaign may be implemented.

c. High Performance Sports: The ultimate objective of the H.C.J.L.S. is to "encourage the training of gifted athletes to the point where some reach international calibre." (Haut - Commissariat 1979:20)

Guiding principles include:
- giving priority to encouraging the development of a sports elite in areas that open onto the Canadian and International scenes;
- supporting the development of a Quebec sports elite to the level of the Canadian elite;
- encouraging the development of athletes in their own milieu as far as this can be done;
- putting support for the elite on an individual basis as much as possible (Haut Commissariat 1979:21).

Organization of The
Department of Culture and Youth
of the Province of Saskatchewan
1976-77



Source: Saskatchewan. Department of Culture and Youth Annual Report, 1976-77.

Objectives of the Saskatchewan Sport and Recreation Branch

a. Develop and initiate program which provide opportunities for everyone to participate in the sport or recreation of their choice;

b. Stimulate attention and encourage public interest in all aspects of sports, recreation and physical activity programs from the community to the provincial levels;

c. Provide consultative and advisory service on sports and recreation programs to provincial associations and interested groups in the province;

d. Work in cooperation with provincial sports and recreation associations to strengthen their programs and structures as a result of increased public interest and ability;

e. Identify the special need of groups and individuals and encourage program developments to meet those needs; and

f. Provide opportunities for those aspiring to excel in the athletic field (Saskatchewan. Department of Culture and Youth Annual Report, 1975-76).

International Sport Related Policies

Subsequent to the revolution in Cuba, the Castro government gave a high priority to sport. In 1961, the Institute National de Deportes Education Fisica Y Recreation, known as INDER, was established. (Slack 1980:17). INDER is central to all the sports organizations in Cuba. It is government controlled, central to all aspects of sport and physical education, and reflects the government viewpoint. It attempts to put into practice some of the basic tenets of socialism (i.e., equal opportunity and mass participation). (Slack 1980:19-20).

A main body responsible for sport in Czechoslovakia is the Czechoslovakia Sports Union. Organizationally it is associated with the National Front (a coalition of all political parties, the trade unions, the Socialist Youth league and the cultural associations under the leadership of the communist party of Czechoslovakia). Formed in 1948 by all former sports and tourist organizations, the Sports Union has its own representatives at all levels of the administration and can influence sports provision directly at local and national levels; it has legislative powers right up to the supreme legislative body of the country (Kostka 1978:57-61).

Kostka (1978:61) describes the Sports Union as:

> "a public organization whose principal task is to facilitate the all round development of all citizens. It has government backing and is run on democrat centralist line (i.e., it is guided by its Central Council through the governing bodies of the country's two republics, the Czech and the Slovak, down through the regions and districts to the primary sports associations in the localities.)"

Main responsibilities:

a. To encourage regular and active participation is sport for everyone, above all through the Federation of Physical Fitness and Recreation (over 430,000 members) and the Tourist Association (over 100,000 members).

b. To ensure the effectiveness of top level sport within the 43 sports Federations which have in excess of 1,100,000 members.

Individual competitive sports come under the aegis of the Sports Federations. These Federations involve people in regular sporting pursuits and prepare individual athletes and teams for top-level competition. All Federations have a uniform organizational structure and training system. (Kostka 1978:63).

G. MECHANISMS OF INTER-AGENCY COOPERATION

National Sport Related Policies

On the national level, the Provincial Directors of Sport and Recreation Council is a body which serves as a form to discuss and develop policies of mutual interest to Canadian provincial governments (Baka 1978:384).

The Manitoba Government Sport Agency served as the official liaison with the Federal Government's Fitness and Amateur Sport Program during the national meetings and/or various co-operative endeavours. Representatives from both The Fitness and Amateur Sport Branch and the Recreation Branch also sat on the Provincial Directors of Sport and Recreation Council (Baka 1978:384).

The Ontario Ministry of Culture and Recreation was established in 1974. This Ministry maintains close ties with other agencies.

> "Other ministeries which have programs, activities or interest in the field of sport, fitness and recreation are the ministry of Community and Social Services, Correctional Services, Environment, Energy, Housing, Labour, Transportation and Communications, Government Services, Revenue, Solicitor General and the office of the legislative Assembly" (Fisher 1980:14).

The mandate of the Ministry is implemented through The following programs:

Heritage Conservation; Arts and Cultural Industries; Sports and Fitness; Citizenship, Newcomer and National Community Services; and Information access including libraries and community information, as well as a citizen information service covering all programs of the Ontario government. (Fisher 1980:21).

In Ontario, school boards and municipal recreation departments have collectively pooled human resources, facilities and equipment to ensure:

- better use of school facilities
- a national community focus on activities
- accessibility for all members of the community
- less waste of the taxpayer's dollars by generally monitoring for duplication in facilities and programs.

> "What is not happening, except in the odd and rare case, is adequate cooperation between the school boards and the sport governing bodies. Cooperation is required in both facility usage and program development and implementation." (Fisher 1980:57).

According to Mr. Wittenberg, Supervisor of consultants in the Ministry, the role of the province should be to:

> "coordinate into a single administration the provincial programs or services which can be consolidated and to implement a coordinating and functional mechanism which will ensure that all provincial departments involved in recreation can share in the planning, the development, the organization and evaluation of provincial programs." (Fisher 1980:40).

In Quebec, the Ministere des Affaires Intergovernmentales is in charge of international cooperation. Its role is to coordinate and direct all actions of policies that affect the relations of the Quebec government with any other government. Departmental structure is divided into 2 parts, one dealing with Canadian affairs and one with international affairs. The Haut - Commissariat

> "works with educational and cultural affairs branches where relations with Federal and provincial governments are concerned, and with the international cooperation branch where relations with foriegn countries are concerned" (Haut - Commissariat 1979:28).

> "Joint programs with other countries and with other provinces are carried on by means of regular action coordinated by the Direction des Affairs Culturelles (Cultural Affairs Branch) or the Direction des Affaires Educatives (Educational Affairs Branch) of the Ministere des Affaires Intergovernmentales, depending on whether the program in question deals with sports or physical education" (Haut - Commissariat 1979:29).

The aim of such programs is to encourage the exchange of useful knowledge and experience for the benefit of the people of Quebec. Specific objectives include:

- to make possible a comparison between what is being done in Quebec and elsewhere
- to offer the possibility of bilateral exchanges of specialists in physical activity and sport
- to ensure that relations with the international sports world are kept up by a variety of means. (Haut-Commissariat 1978:29-30).

In Saskatchewan, the Sports and Recreation Branch served as the provincial government liaison in national and interprovincial sport affairs. The Branch worked with the Fitness and Amateur Sport Branch at the federal level on projects such as the National Sport and Recreation Facility Survey, Recreation for the Handicapped Survey, Game Plan and others. At the interprovincial level, the Branch maintained close contacts with other provinces especially through the Interprovincial Council for Sports and Recreation (Baka 1978:301).

International Sport Related Policies

Regional Sports Councils were formed in Great Britian in 1966. Included on the councils are representation from local authorities along with representation from sports interests. These Councils have an advisory role to the Sports Council of Great Britian, including advise on the allocation of grants, need for facilities, advise on the type and scale of provision. Broad functions of the Regional Sports Council are to:

> cooperate with and assist cooperation between local authorities and others in keeping the region's facilities for sport and physical recreation under review.
>
> cooperate with local authorities and others in regional planning processes, particularly the coordinated planning and provision, in town and country, of sports facilities relating to local, regional and national appraisals (Sports Council of Great Britian Annual Report, 1977-78).

H. SPORT PLANNING, RESEARCH AND EVALUATION

National Sport Related Policies

The Office of Tourism of the Canadian Government published a Planning Festivals and Events Manual in 1979. This was prepared for,

> "the benefit of individuals and organizations that may some day be faced with the challenge of planning, developing and producing a festival or other special event in support of some common community endeavour." (Office of Tourism 1979).

The Information Systems of the Alberta Research Council is able to conduct computer searches to obtain data on more than 20 different subject areas (i.e., agriculture, biology, business, etc...). With respect to sport, the data banks most often tapped are the Sport Information Research Index in Ontario and the UNESCO data bank in New York. SIRC is offered as a service of the Coaching Association of Canada.

Recent developments have been made in the field of sport research and evaluation in Alberta. In June, 1979, the Intersport IV Conference was held in Edmonton. Its purpose was to examine the "sport mosaic" of Alberta, to identify voids, overlaps and areas of concern. It was also agreed that a non-partisan committee be established to examine the need for improved coordination of sport in Alberta. A committee was charged with the following mandate.

a. To determine if sport in Alberta should be better coordinated, and if so; to identify various alternatives by which sport could be better coordinated, and to recommend the appropriate alternative to improve sport coordination in Alberta (Alberta Intersport Study 1980:3).

Questionnaires, workshops and public forums were used to collect the information.

The Leisure Services in British Columbia Report (Broon Report, 1974) was the province's first attempt at devising and implementing a broad leisure policy in which sport was an important factor. Dr. Eric Broon travelled across the province and solicited opinions from a broad base of organizations and individuals. Due to the cost factor and unstable political situations in B. C., policies recommended in the report were shelved for some time. Harry Jerome, a national level sprinter, produced an unpublished internal investigation known as the Jerome Report. This was based on personal opinions and recommendations (Baka 1978:462-463).

The Province of Manitoba's planning efforts are represented by Masport, 1976 - A Master Plan For Sport Development. The provincial government was represented in the area of education, recreation and sport. The report was the "brainchild" of the Manitoba Sports Federation, and utilized a mult-disciplinary, coordinated approach. Although some recommendations were put into practice, the final plan never became official government policy. High costs and an unstable political climate were cited as the main reasons. (Baka 1978:466-467).

In New Brunswick, Meagher and Toner (1978:5) identified the following as the provincial government's role with respect to planning:

> "the structuring of a senior inter-departmental council at the Ministerial level concerned specifically with the cooperative planning and thrusts in the area of amateur sport; this should be chaired by the Minister of Youth, Recreation and Cultural Resources, and should include the senior official(s) from Tourism, Education, Health, Public Works, Treasury Board, the Cabinet Secretariat, and where appropriate ... any and all other departments and crown agencies/corporations."

Recommendations in Amateur Sport in Nova Scotia: A Consultative Paper (N. S. Department of Culture, Recreation and Fitness 1980:55) call for the development of a delivery system and dissemination of imformation and resources pertaining to sport and recreation within the province.

In Ontario, policy planning is delegated to the Ministry's Operating Programs Branch which is now responsible for its own policy planning and coordination (Fisher 1980:22).

International Sport Related Policies

The Sports Council of Great Britian administrates an Advisory Group which is established to examine and inform the Sports Councils' policy and research strategy (Annual Report 1977-78:6). An executive panel jointly serviced by the Sports Council and the Social Service Research Council was established in 1978. For a five year programme of multidisciplinary research into sport and leisure. In 1977-78, the Sports Council's Information Center published 2,000 items and received 224 journals. It is the United Kingdom's liaison office for the Council of Europe's Clearing House in Brussels. (Annual Report 1977-78:17).

The Clearing House in Brussels (Sport For All Information Center) regularly publishes a European Inventory of Sports Research.

Research in the areas of sport is of great importance in the Soviet Union. According to Riordan (1977:281).

> "The extensive research into the technical aspects of sport ... provides an insight into the official concerns with what, it is believed, are the main functions of sport: to help improve productivity, maintain a physically fit nation ready for military action, to advise the communist system through international sporting success and to contribute to a fuller life for all citizens."

The Sports Committee's Scientific and Methological Council operates laboratories in its physical culture institutes that conduct research in all sciences touching on sports (Riordan 1977:119). Research is conducted at: Institutes of Physical Culture, Physical Education Facilities, Medical Colleges, Poleytechnics, Academy of Medical Sciences of the U.S.S.R., and Physical Culture Research Institutes.
A documentation center for books, periodicals and films concerned exclusively with sport and physical education is situated in Minsk, capital of Belorussia (Riordon 1977:281). In 1975 there were 46 sports periodicals with a circulation of 8,000,000. Of the total, 14 were published in Moscow by the central agencies, such as the U.S.S.R. Committee on Physical Culture and Sport, the Central All-Union Council of Trade Unions, the U.S.S.R. Ministry of Education and the U.S.S.R. Ministry of Agriculture. The rest were published in various republics and in Moscow and lemingrad specifically for the local population (Riodan 1977:283).

CHRONOLOGY OF MAJOR CANADIAN TICKET LOTTERIES

YEAR	LOTTERY	LOTTERY FACTS
1968	Taxe Volontaire	Montreal based lottery; proceeds went to city treasury; proclaimed illegal based on then existent Criminal Code.
1970	Loto Quebec	First Provincial lottery; loto Quebec now offers 3 ticket lotteries; proceeds go to the provincial treasury.
1971-74	Manitoba Lottery	First of Western Provincial lotteries; established format for Western Lottery.
1974-76	Olympic Lottery	First National lottery; proceeds went to funding of 1976 Montreal Olympic Games and to Provincial Treasuries.
1974-76	Western Lottery	First lottery under the aegis of the Western Lottery Canada Foundation; 1974-75 format based on Manitoba lottery; 1975-76 format change; proceeds to provinces for support of sport and recreation.
1975-	Wintario	Ontario Provincial lottery; proceeds to go to cultural and recreational support.

YEAR	LOTTERY	LOTTERY FACTS
1976-	Loto Canada	Second National lottery; proceeds go to some of the cost of the 1976 Olympic and 1978 Commonwealth Games, provincial treasuries, Fitness and Amateur Sport Branch.
1976-	Western Express	First introduced in Manitoba; now under the aegis of Western Canada Lottery Foundation; proceeds go to sport and recreation.
1976	Provincial	First introduced by Ontario, currently a joint concern of Ontario and Western provinces (under aegis of Western Canada Lottery Foundation); proceeds go to health projects in Ontario, mainly sport and recreation programs in western provinces.
1976	Atlantic Loto	First lottery based in four Atlantic Provinces; proceeds go to provincial treasuries.

Source: Baka, 1978:496; Loto Canada Media Kit, 1977.

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